

Message Text

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PAGE 01 STATE 091099
ORIGIN IO-14

INFO OCT-01 ISO-00 /015 R

66011

DRAFTED BY IO/UNP:JLORENZ

APPROVED BY IO/SA:TBROWN

-----065159 090013Z /61

P 082329Z APR 78

FM SECSTATE WASHDC

TO AMEMBASSY LONDON PRIORITY

C O N F I D E N T I A L STATE 091099

FOR AMBASSADOR YOUNG

FOL RPT USUN NEW YORK 01304 SENT ACTION SECSTATE INFO ALGIERS
BEIRUT, DAMSCUS, MOSCOW, PARIS & TEL AVIV DTD 08 APR 78

QUOTE: C O N F I D E N T I A L USUN NEW YORK 01304

.O.11652:GDS

TAGS: AORG, MARR

SUBJECT: UN FINANCING: ARRANGEMENTS FOR EIGHTH SPECIAL
SESSION OF UNGA ON UNIFIL FINANCING

1. SUMMARY: UN SECRETARIAT OFFICIALS ARE PREMISING ARRANGE-
MENTS FOR EIGHTH SPECIAL SESSION UNGA ON TECHNICAL AND
FINANCIAL REQUIREMENTS PROVIDING UNIFIL FUNDING. THEY
ATTACH HIGH IMPORTANCE TO OBTAINING SOVIET PARTICIPATION IN
FINANCING AND PREDICT SERIOUS LIQUIDITY CRISIS FOR UN LATER
IN 1978 SHOULD SOVIETS WITHHOLD AND UN ALSO BE ASKED
UNDERTAKE OTHER SIZEABLE PEACEKEEPING OPERATIONS.
USYG BUFFUM BELIEVES SITUATION SUFFICIENTLY SIGNIFICANT TO
WARRANT HIGH LEVEL DIRECT APPROACH BY US TO SOVIETS.
SECRETARIAT'S ESTIMATES OF UNIFIL COSTS, BASED UPON FORCE
OF 4,000, BEING SUBMITTED TO ADVISORY COMMITTEE APRIL 7
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BUT WILL BE REVISED SHOULD FORCE LEVELS RISE. SECRETARIAT
OFFICIALS ARE CONCERNED THAT EVENTS EXTERNAL TO UNGA
MAY PROVOKE POLITICAL CONTROVERSY, BUT HAVE NOT PICKED UP
DIRECT SIGNS OF TROUBLE MAKING YET. THERE IS SOME
INDICATION OF LATIN AMERICAN DISINCLINATION TO PARTICIPATE
IN UNIFIL FINANCING AND EVEN TO ATTEND SPECIAL SESSION.
END SUMMARY

2. IO/IBC DIRECTOR RICHARD HENNES, ACCOMPANIED BY MISOFFS, CONFERRED WITH USYG BUFFUM AND UN DEPUTY CONTROLLER ZIEHL APRIL 6 REGARDING PREPARATIONS FOR SPECIAL GA ON UNIFIL FINANCING AND PROSPECTS FOR SESSION. HENNES UTILIZED VISIT TO DELIVER U.S. GOVERNMENT'S AUGMENTED APRIL INSTALLMENT ON ITS 1978 ASSESSMENT FOR UN REGULAR BUDGET IN AMOUNT OF \$41 MILLION AND TO INFORM BUFFUM AND ZIEHL THAT ADMINISTRATION REQUEST TO CONGRESS FOR INCREASE IN '78 SUPPLEMENTAL APPROPRIATION REQUEST SUFFICIENT TO COVER ESTIMATED U.S. SHARE OF UNIFIL FINANCES SHOULD BE SENT TO CONGRESS WITHIN VERY NEAR FUTURE. HENNES NOTED THAT U.S. IS PROVIDING INITIAL AIRLIFT ON NON-REIMBURSABLE BASIS. BUFFUM AND ZIEHL BOTH EXPRESSED WARM THANKS FOR THESE ACTIONS, PARTICULARLY NOTING THEIR HELPFUL EFFECT ON UN LIQUIDITY SITUATION.

3. BUFFUM AND ZIEHL BOTH POINTED OUT THAT SECRETARIAT IS DELIMITING TERMS OF REFERENCE FOR EIGHTH SPECIAL SESSION TO ADMINISTRATIVE AND FINANCIAL REQUIREMENTS OF UNIFIL. BUFFUM SAID NO SPEAKERS' LIST HAS BEEN OPENED FOR SPECIAL SESSION, AND INDICATED NONE WOULD BE OPENED. HE NOTED THAT ONLY TWO DAYS HAD BEEN SCHEDULED FOR SESSION AND THAT TIMING OF SPECIAL SESSION ON NAMIBIA WILL FORCE CLOSURE EIGHTH SPECIAL SESSION BY SUNDAY AT LEAST. BUFFUM AND ZIEHL BOTH
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ACKNOWLEDGED THAT SECRETARIAT HAD ENCOUNTERED RESISTANCE FROM FIFTH COMMITTEE CHAIRMAN TALIEH, WHO WANTED LONGER PERIOD, AND FROM A FEW FIFTH COMMITTEE VETERANS WHO ARE CONCERNED THAT POLITICAL CONTROVERSY MAY INVADE A SPRING WEEKEND. BOTH AGREED ALSO THAT EVENTS COMPLETELY EXTERNAL TO GENERAL ASSEMBLY PROCEEDINGS - PARTICULARLY, RATE OF IDF WITHDRAWAL FROM SOUTH LEBANON - WILL GOVERN LEVEL OF POLITICALLY MOTIVATED ACTION DURING EIGHTH SPECIAL GA. BOTH ANTICIPATE THAT SPECIAL SESSION WILL FOLLOW WITHOUT QUESTION ESTABLISHED TRADITION OF ELECTING AS ITS OFFICERS BUREAUS THAT SERVED DURING 32ND UNGA.

4. BUFFUM AND ZIEHL BOTH AGREED THAT IT WAS IMPORTANT TO EMPHASIZE POSITIVE AND ADOPT EXPECTATION THAT UN MEMBERSHIP, WITH EXCEPTION OF CHINESE, WILL SUPPORT UNIFIL FINANCING. ZIEHL PREDICTED THAT NEW SOVIET MEMBER OF ACABQ (PALAMARCHUK) WILL BE CONTENTIOUS DURING ADVISORY COMMITTEE'S CONSIDERATION OF SECRETARY GENERAL'S ESTIMATES. (AT LUNCH LATER APRIL 6, UK ACABQ MEMBER STUART CONFIRMED THAT PALAMARCHUK IS A CONGENITALLY CONTROVERSIAL, INFLEXIBLE FIGURE.) BUFFUM UNDERLINED WITH PARTICULAR EMPHASIS THE SEVERE FINANCIAL CONSEQUENCES FOR

THE UN SHOULD THE SOVIETS WITHHOLD FINANCIAL SUPPORT FROM UNIFIL, AND COMPARED THE EFFECT OF SUCH WITHHOLDING UPON THE UN TO THE CONSTITUTIONAL CRISIS THAT AROSE OVER ARTICLE 19 IN 1964 AND 1965. BUFFUM FELT THE DANGER FOR THE UN AND DOUBTFULNESS OF SOVIET BEHAVIOR SUFFICIENT TO WARRANT A DIRECT, HIGH LEVEL US OVERTURE TO SOVIET UNION HIGHLIGHTING THE FURTHER NEGATIVE CONSEQUENCES FOR DETENTE SHOULD THE UN BE CRIPPLED AS A CONSEQUENCE OF SOVIET WITHHOLDING OF FINANCING FROM PEACEKEEPING OPERATIONS. BUFFUM ALSO SUGGESTED THAT LEBANON AND SYRIA BE STIMULATED TO MAKE OVERTURES TO THE SOVIETS ENCOURAGING MOSCOW TO MEET ITS FINANCIAL OBLIGATIONS TO UNIFIL. BUFFUM FELT SYRIA WOULD BE PARTICULARLY CRITICAL TO SOVIET POSTURE ON THIS ISSUE.

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5. ZIEHL SAID SECRETARIAT'S ESTIMATES, BASED UPON MAXIMUM UNIFIL COMPLEMENT OF 4,000, INCLUDING ALL LOGISTIC PERSONNEL - WILL GO TO ADVISORY COMMITTEE APRIL 7. ESTIMATE OF EXPENSES FOR FIRST SIX MONTHS OF UNIFIL PROBABLY WILL BE CLOSE TO \$60 MILLION, ZIEHL PREDICTED. INITIAL ESTIMATE ASSUMED ENTIRE FORCE OF 4,000 ON STATION FROM FIRST DAY OF UNIFIL MANDATE AND ALSO ESTIMATED HIGHER INITIAL EQUIPMENT REQUIREMENT THAN IS TURNING OUT TO BE THE CASE. ZIEHL ACKNOWLEDGED THAT UN WILL BE CHARGED FOR DEPRECIATION OF FULL COMPLEMENT OF FIELD AND OPERATIONAL EQUIPMENT WHICH UNIFIL CONTINGENTS HAVE BROUGHT WITH THEM, SO THAT ULTIMATE COSTS MAY NOT BE SIGNIFICANTLY REDUCED BELOW ORIGINAL ESTIMATES. OF COURSE, ZIEHL ACKNOWLEDGED, INCREASE IN COMPOSITION OF FORCE WOULD CORRESPONDINGLY INCREASE FINANCIAL REQUIREMENTS FOR UNIFIL.

6. ZIEHL SAID CONTROLLER WAS IN PROCESS OF OBTAINING LEGAL OPINION FROM UN LEGAL ADVISER THAT ADOPTION BY GENERAL ASSEMBLY OF EXPENDITURE LEVEL REQUESTED FOR UNIFIL WILL RESTORE SYG'S DISCRETIONARY EXPENDITURE AUTHORITY FOR EXTRAORDINARY AND UNFORESEEN CONTINGENCIES UNDER UNGA RES 32/214. ZIEHL SAID SECRETARIAT HAD COMMITTED TO UNIFIL ALL BUT \$125,000 OF SYG'S INITIAL \$2 MILLION DISCRETIONARY AUTHORITY AND SUBSEQUENTLY HAD OBTAINED ADDITIONAL \$8 MILLION DISCRETIONARY AUTHORITY FROM ACABQ. RESULTING \$9.7 MILLION EXPENDITURE AUTHORITY IS ADEQUATE TO MEET UNIFIL REQUIREMENTS UNTIL EIGHTH UNGA HAS ACTED, ZIEHL SAID, ADDING IT IS NOW ABUNDANTLY CLEAR THAT NO ACTUAL NEED FOR IMMEDIATE VOLUNTARY CASH CONTRIBUTION TO FUND UNIFIL START-UP EXISTED AT TIME OF UNSC ACTION ON RESOLUTIONS 425 AND 426.

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7. IN RESPONSE TO DIRECT QUESTION, BUFFUM AND ZIEHL BOTH SAID UN COULD "COPE" WITH ADMINISTRATIVE AND MANPOWER REQUIREMENTS OF SIMULTANEOUS PEACEKEEPING OPERATIONS IN MIDDLE EAST, NAMIBIA AND ZIMBAWE. EVEN IF SOVIETS DO NOT WITHHOLD FINANCIAL SUPPORT FROM UNIFIL, ZIEHL PREDICTS SERIOUS LIQUIDITY PROBLEMS FOR UN SHOULD IT BE ASKED TO UNDERTAKE SIZEABLE PEACEKEEPING OPERATIONS IN NAMIBIA AND ZIMBAWE LATER THIS YEAR. BUFFUM - AFTER LENGTHY PAUSE - SAID UN WOULD HAVE TO MANAGE AND THAT RESOURCES WOULD HAVE TO BE REALLOCATED.

8. NEITHER BUFFUM NOR ZIEHL HAVE PICKED UP GENERAL INDICATIONS OF PROBABLE COUNTRY POSITIONS AND ATTITUDES IN EIGHTH SPECIAL UNGA. ZIEHL SAID ALGERIA HAS ASKED CONTROLLER FOR COST OF PEACEKEEPING OPERATIONS IN MIDDLE EAST SINCE INCEPTION UNEF (ONE) WITH BREAKDOWN SHOWING EXPENDITURES TO DECEMBER 31, 1977, AMOUNTS AVAILABLE FOR EXPENDITURE DURING 1978, AND TOTAL EXPENDITURES PLUS AMOUNTS NOW AUTHORIZED FOR EXPENDITURE. ZIEHL SAID HE WOULD COMPILE, BUT WOULD NOT VOLUNTEER TO ALG ERIANS FIGURES ON UNTSO, UNMOGIL AND UNFICYP. ZIEHL SAID LATIN AMERICANS "NOT IN LOVE" WITH UNIFIL AND HAD CONVEYED IMPRESSION THAT SOME SMALL LATIN AMERICAN COUNTRIES MIGHT NOT ATTEND EIGHTH SPECIAL SESSION. EXECUTIVE SECRETARY, COMMITTEE ON CONTRIBUTIONS, LILLIAN HOPE, SUBSEQUENTLY TOLD HENNES PARAGUAY HAD INDICATED IT IS "NOT INTERESTED" IN PARTICIPATING IN UNIFIL FINANCING AND OTHER (UNSPECIFIED) LATIN AMERICAN COUNTRIES HAD INDICATED THEY WERE NOT ENTHUSIASTIC. ZIEHL BELIEVES LATIN AMERICAN RETICENCE ON UNIFIL ARISES FROM RELUCTANCE TO BECOME INVOLVED IN POSSIBLE NAMIBIA AND ZIMBABWE PEACEKEEPING OPERATIONS. PRC REPRESENTATIVES LAST WEEK REITERATED TO ZIEHL THAT PEKING WILL NOT PAY ANY ASSESSMENT FOR UNIFIL. LEONARD UNQUOTE VANCE

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Message Attributes

Automatic Decaptioning: X
Capture Date: 01 jan 1994
Channel Indicators: n/a
Current Classification: UNCLASSIFIED
Concepts: FINANCE, INTERNATIONAL PEACEKEEPING FORCES, FINANCIAL CONTRIBUTIONS, PLANNING MEETINGS
Control Number: n/a
Copy: SINGLE
Draft Date: 08 apr 1978
Decaption Date: 01 jan 1960
Decaption Note:
Disposition Action: RELEASED
Disposition Approved on Date:
Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
Disposition Date: 20 Mar 2014
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
Document Number: 1978STATE091099
Document Source: CORE
Document Unique ID: 00
Drafter: JLORENZ
Enclosure: DG ALTERED
Executive Order: GS
Errors: N/A
Expiration:
Film Number: D780153-0302
Format: TEL
From: STATE
Handling Restrictions: n/a
Image Path:
ISecure: 1
Legacy Key: link1978/newtext/t19780477/aaaacnho.tel
Line Count: 208
Litigation Code IDs:
Litigation Codes:
Litigation History:
Locator: TEXT ON-LINE, ON MICROFILM
Message ID: aaa7aab3-c288-dd11-92da-001cc4696bcc
Office: ORIGIN IO
Original Classification: CONFIDENTIAL
Original Handling Restrictions: n/a
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
Page Count: 4
Previous Channel Indicators: n/a
Previous Classification: CONFIDENTIAL
Previous Handling Restrictions: n/a
Reference: n/a
Retention: 0
Review Action: RELEASED, APPROVED
Review Content Flags:
Review Date: 22 jun 2005
Review Event:
Review Exemptions: n/a
Review Media Identifier:
Review Release Date: n/a
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
SAS ID: 3027773
Secure: OPEN
Status: NATIVE
Subject: UN FINANCING: ARRANGEMENTS FOR EIGHTH SPECIAL SESSION OF UNGA ON UNIFIL FINANCING
TAGS: AORG, MARR, UK, UNIFIL, UNGA, UN
To: LONDON
Type: TE
vdkgvwkey: odb://SAS/SAS.dbo.SAS_Docs/aaa7aab3-c288-dd11-92da-001cc4696bcc
Review Markings:
Sheryl P. Walter
Declassified/Released
US Department of State
EO Systematic Review
20 Mar 2014
Markings: Sheryl P. Walter Declassified/Released US Department of State EO Systematic Review 20 Mar 2014